



CITY OF KIRKLAND

Planning and Community Development Department

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MEMORANDUM

Date: September 18, 2014

To: Planning Commission

From: Dorian Collins, Senior Planner
Paul Stewart, Deputy Director

Subject: Comprehensive Plan Update – Totem Lake Business District,
File No. CAM13-00465, #4

This memo addresses the following Comprehensive Plan Update topic:

- Totem Lake Business District Updates, Study Session #4

I. RECOMMENDATION

Review information provided and provide direction to staff on the following topics:

- Proposed revisions to the Totem Lake Neighborhood and Urban Center boundaries
- Specific information to assist in October discussion regarding vision and policy direction for Totem Lake's industrial areas.

II. BACKGROUND DISCUSSION

Scope

At the last meeting on this topic, Planning Commissioners requested that staff clarify the zones within the Totem Lake Business District in which issues had been identified for study with this update. Attachment 1 contains an updated version of the chart that the Planning Commission has seen before, with the Citizen Amendments Requests added to the zones that may be affected by changes in response to these requests. Pages 4-5 list the study issues identified for each zone.

Neighborhood and Urban Center Boundaries

The Totem Lake Neighborhood is one of 15 neighborhoods established in the Comprehensive Plan. Totem Lake is unique among these neighborhoods, in that the boundaries of the neighborhood generally correspond with those of the Totem Lake Urban

Center, which was designated in 2003 by the Growth Management Planning Council following the adoption of policies supporting this designation by the City of Kirkland. The boundaries of the neighborhood and Urban Center are shown on the map in Attachment 2.

At the Planning Commission's meeting on April 10th, the Commission discussed the boundary discrepancies and generally supported several changes previously reviewed by the City Council (at its retreat in February) that were intended to more closely align the boundaries of the Totem Lake Neighborhood and the Urban Center. The changes included:

- **Kingsgate P&R:** Expanding the neighborhood boundary in the northeast corner to include the Kingsgate Park and Ride to allow for consideration of the site as a location for transit oriented development,
- **Heronfield wetland:** Adjusting the western boundary of the neighborhood to place the Heronfield wetland within the Juanita neighborhood and
- **Lake Washington Institute of Technology:** Expanding the southeastern boundary of the neighborhood to include land in North Rose Hill, east of Slater, already included in the Urban Center, and the campus of the Lake Washington Institute of Technology, beyond the Urban Center boundary.

Staff recommends that the Planning Commission consider variations on the boundary changes discussed in April (see maps in Attachments 3 and 4):

- **Lake Washington Institute of Technology (LWIT):** Following the April meeting, residents of the North Rose Hill neighborhood contacted the City, and suggested that the boundary between the North Rose Hill and Totem Lake neighborhoods along Slater remain unchanged, as they had concerns about density and opportunities for participation in Totem Lake discussions by residents of North Rose Hill. ***Staff suggests that this change be limited to the inclusion of the LWIT in the Urban Center, and that the neighborhood boundary not be changed.***
- **Kingsgate P&R:** Earlier discussions noted the boundary change to include the Park and Ride, but did not highlight that the change would also bring the multifamily-zoned property to the south of the Park and Ride into the Totem Lake Neighborhood as well. ***Staff would like to bring this change to the attention of the Planning Commission since the map changes (Attachment 3) include this property, but it was not noted in the previous discussion.***
- **Study Area 4** (see Attachment 4): This area is not within the Totem Lake Neighborhood, but is contained within the Urban Center. Since the area is developed in low density residential use, ***staff suggests that the Urban Center boundary be revised to match the neighborhood boundary in this area.***

Urban Center – Criteria and Requirements

Totem Lake Urban Center – Progress in Meeting Criteria

Since changes to the boundaries of the Totem Lake Urban Center are being considered by the Planning Commission, staff thought it would be helpful to provide the Commission with information to identify the potential implications of these changes on the status of the Urban Center in meeting the criteria established in the King County Countywide Planning Policies. The criteria for designation of an Urban Center require that the proposed Center:

- a) Encompasses an area up to one and a half square miles; and
- b) Has adopted zoning regulations and infrastructure plans that are adequate to accommodate:
 - i) A minimum of 15,000 jobs within one-half mile of an existing or planned high-capacity transit station;
 - ii) At a minimum, an average of 50 employees per gross acre within the Urban Center; and
 - iii) At a minimum, an average of 15 housing units per gross acre within the Urban Center.

Statistics for the current progress in meeting the Urban Center criteria under the existing and the proposed revised boundaries are reflected on the maps in Attachments 5-8 and noted below:

Totem Lake Urban Center		
	Existing Boundaries	Revised Boundaries
# Acres	860	906
Sq. Miles	1.34	1.42
Jobs – ½ mi. from Transit Center	7,289	7,289
# Employees	11,712	11,929
Employees/Acre	13.63	13.17
# Housing Units	3,120	3,150
Housing Units/Acre	3.63	3.48

The proposed boundary changes have relatively little impact on the Center's current performance in meeting the criteria. Under the proposed revisions, both housing units and employment increase somewhat, but the density of each decreases very slightly.

Under both sets of boundaries, the Totem Lake Urban Center is very far from realizing the density objectives established for Urban Centers by the criteria noted above. The *planned* land uses and densities for Totem Lake, however, were found to be consistent with achieving these objectives when the Totem Lake Urban Center was designated in 2003. These aspects of the plan will continue to be evaluated with this Totem Lake Business District update.

Requirements for Planning for Urban Centers

The requirements for Regional Growth Centers ([Centers](#)) established by the Puget Sound Regional Council's (PSRC) Vision 2040 ([Vision 2040](#)) must be addressed in the update of the Totem Lake Neighborhood Plan. Under these requirements, each city with a designated center must develop a subarea plan for the designated Regional Growth Center.

Since despite the proposed changes to the Urban Center boundaries, a small portion of the Center will remain in the North Rose Hill neighborhood, the Comprehensive Plan will include a subarea plan for the Urban Center (also “Regional Growth Center”, under Vision 2040) within the Totem Lake Neighborhood chapter.

In developing this subarea plan, staff will review all requirements closely, using the [Regional Centers Plan Checklist](#) as a guide. Included in the PSRC certification of the Centers plans is a requirement that [Growth Targets and Mode Split Goals](#) be established for regional centers, so the plan for the Totem Lake Urban Center will need to include these as well. The PSRC is providing resources to local jurisdictions that staff will use in the development of the Totem Lake Urban Center plan (see [Guidance for Regional Centers](#)).

In discussions with staff at the PSRC, we learned that the PSRC will accept revisions to the Regional Growth Center boundaries approved by Kirkland. King County staff is researching the approval process for changes to Urban Center boundaries for designated centers. They expect the process will be administrative, but will provide confirmation regarding this process to Kirkland later this fall.

Citizen Amendment Requests in Totem Lake

The Planning Commission discussed proposed Citizen Amendments Requests (CARs) at its meeting on September 11th. See [Staff Report to PC - CARs](#). Five of the requests are related to property within the Totem Lake neighborhood, and one is for property located in North Rose Hill, but within the Totem Lake Urban Center.

The Commission decided to include the study of these six requests in the Totem Lake Business District update. Public notice to applicants and properties surrounding these study areas will be provided consistent with the citywide CAR process, but the discussion of the issues associated with the requests will be considered within the context of the broader Totem Lake Business District-wide issues.

Industrial Areas

Staff has collected data for Totem Lake’s industrial/commercial areas to provide parcel-based information in addition to the data and conclusions of the Industrial Areas White Paper (see [Staff Memo and Industrial Study](#)) discussed with the Planning Commission last spring. Staff is studying this information, and will include it in materials prepared for the Planning Commission’s meeting on October 23rd.

At the meeting in October, staff will present a preliminary approach to policies for these areas. Staff would appreciate any direction from the Planning Commission at this time regarding specific information that may be helpful to the Commission in understanding these areas and in moving forward with changes to the vision and land use policies for these areas.

Public Outreach

Recent outreach activities include a new webpage that has been created for the [Totem Lake Business District Update](#). The page includes an opportunity for interested citizens to join a listserv to receive emails about meetings and events related to this study. Broad public notice is also planned for all property owners and residents within the Totem Lake neighborhood and Urban Center and extending 300' beyond these boundaries. Totem Lake issues will also be featured at the planned community meeting in November.

Next Steps

Following the Planning Commission meeting on September 25th, upcoming activities related to the Totem Lake Business District update include:

- Review of data for industrial areas, and development of approach and draft policy direction for Totem Lake's industrial areas (to be discussed by the Planning Commission at its meeting on October 23rd)
- Briefings to Juanita, North Rose Hill and Evergreen Hill Neighborhood Associations on CARs in Totem Lake and potential neighborhood and Urban Center boundary changes
- Participation in November community meeting
- Preparation of draft plan for Planning Commission review (tentative November meeting)

Attachments:

1. Totem Lake Business District Study – Scope
2. Map - Totem Lake Neighborhood and Urban Center Boundaries
3. Map – Proposed Totem Lake Neighborhood and Urban Center Boundary Changes
4. Map – Totem Lake Boundaries – Study Areas
5. Map – Totem Lake Urban Center – Existing - Businesses
6. Map – Totem Lake Urban Center – Existing - Housing Units
7. Map – Totem Lake Urban Center – Revised – Businesses
8. Map – Totem Lake Urban Center – Revised – Housing Units

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Totem Lake Business District Update Study Issues				
I. District-wide Issues	Questions and Possible Policy Changes	Input from other studies? ⁱ	Private Request?	Identified through 2012 Code Amend Process?
a. Industrial/Business Park				
Industrial and business park areas	General changes to vision and policy for TL industrial areas, including Parmac (see also TL 10, TL 7, TL 9)	Yes (TDR, LI, CKC)		Yes
b. Transportation				
Study road and pedestrian grids and explore additional access options	Are connections identified still appropriate? Is approach to require ded/imp still correct? (see also TL 5, TL 1, TL 6B) Potential new access: <ul style="list-style-type: none"> • NE 126th Way • Under I-405 at CKC • NE 132nd St Interchange • NE 120th (TL 5) Others?	Yes (TMP, CKC)		Yes
Update status of transportation projects	NE 132 nd Street Figure TL 8, Chart (pg. XV.H-33-34)	Yes (TMP)		Yes
Study transit service/relationship to land use	Review land use and densities/proximity to transit access <ul style="list-style-type: none"> • Metro • Sound Transit 	Yes (TMP)		Yes
c. Boundary Changes and Regional Issues				
Neighborhood Boundary Changes	Possible TL Neighborhood boundary changes to include: <ul style="list-style-type: none"> • Include Lake Wash Technical College • Kingsgate P&R and property zoned RM 1.8 to south • Eliminate TL 11 wetland area from neighborhood? Should a "Totem Lake Business District" be identified and mapped? Coincide with			Yes

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	neighborhood? Coincide with Urban Center?			
Urban Center Boundary and Compliance with Regional Growth Centers	Consider proposing changes to Urban Center boundaries to include Lake Washington Institute of Technology, Kingsgate Park and Ride and multifamily property (zoned RM 1.8) to the south. Consider revising boundary to place Heronfield wetland outside of Urban Center boundary. Review Urban Center boundary with CPP and PSRC Vision 2040 direction			
Incorporate regional direction	<ul style="list-style-type: none"> • PSRC Vision 2040 • Submit checklist ("Reporting Tool" to PSRC for Urban Center Review and incorporate transit solutions where appropriate 	<ul style="list-style-type: none"> • "Growing Transit Communities • Regional Centers Checklist 		
d. Auto Use				
Auto sales/dealerships	Add policies to support industry? (review regs from other cities) Limit auto storage?	Yes (TDR and LI)		
e. Tasks from Parallel Studies				
Transfer of Development Rights	Add policies and regulations in support of TDR	Yes (TDR)		
Add policies and regulations for CKC: <ul style="list-style-type: none"> • ParMac • Retail areas • Light industrial areas 	<ul style="list-style-type: none"> • Add policies to expand land use types and/or changes to regulations to support complementary uses/development • Consider incentives for trail improvements and dependent uses • Review design guidelines • Study interim regs approved by Council (2013) make permanent? 	Yes (CKC, UDA)		
f. Evaluation of Existing Policies				
FAR Limits	Evaluate existing FAR limits and consider establishing FARs to divert more intensive development to Totem Center May be used for TDR incentive	Yes (TDR)		Yes

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Building height incentives for non-residential use	Should other incentives be included?	Yes (ULI)		Yes
Housing incentive areas	Are current HIAs still appropriate? Eliminate? Different approach?			Yes
Identify and create policies for specific opportunity sites	<ul style="list-style-type: none"> • Barriers to redevelopment? • Creation of Transportation Opportunity Fund?* • Areas may include: <ul style="list-style-type: none"> ○ TL 5 ○ Totem Lake Mall ○ Kingsgate P&R ○ Totem Lake Apts ○ TL 4A, 4B ○ TL 6B ○ Others? 	Yes (TDR)		Yes
g. Plan and Code Format				
Simplify and improve neighborhood plan format	<ul style="list-style-type: none"> • Restructure – consider geographic approach • Eliminate outdated text • Simplify vision statement • Update figures from Comp Plan amendments (TL 11, Land Use Matrix, H-31) 			Yes
Simplify zoning charts <i>(may not be necessary due to Code Publishing project)</i>	Consolidate regs for subareas where special regs, etc. are duplicated (e.g. merge TL 1A&B) Review for additional simplification			
h. Urban Design				
Add Urban Design and Amenities Plan (improve graphics)	<ul style="list-style-type: none"> • Improve maps, address wayfinding, place making, design for streetscape, lighting, intersections, CKC, circulation 	Yes (CKC, UW, TLPMP, UDA)		Yes
Identify specific park and plaza locations	May include: <ul style="list-style-type: none"> • TL 5 • TL 6B • Totem Lake Park • Others? 	Yes (TLPMP, UDA)		Yes

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II. Area or Zone Specific Issues	Questions and Possible Policy Changes	Input from other studies?	Private Request?	Identified through 2012 Code Amend Process?
TL 1A, 1B	<ul style="list-style-type: none"> Re-evaluate road grid and incentive approach 			Yes
TL 2	<ul style="list-style-type: none"> Interim uses for Totem Lake Mall? Require residential in Master Plan Add housing affordability requirement? 			
TL 3A, 3B, 3C, 3D	<ul style="list-style-type: none"> CAR – Request from Evergreen Healthcare for rezone of additional parcel to TL 3D Update policies for EH 		Yes - EH	Yes
TL 4A, 4B, 4C	Review height limits			Yes
TL 5	<ul style="list-style-type: none"> Evaluate road grid and approach to dedication/improvement (role as urban design element) Evaluate existing FAR limit 	Yes (UDA, ULI, TMP)		Yes
TL 6A, 6B	Evaluate road/ped grid for 6A	Yes (UDA, TMP)		Yes
TL 7	<ul style="list-style-type: none"> Create subareas within zone? Study land use issues: <ul style="list-style-type: none"> Limits on retail uses Restriction on residential use Role of industrial use Role of auto dealers Should max building height be raised? Should an “auto district” be identified? Should eastern portion be “business park”? CAR (Woosley) – Request for rezone to allow additional height and residential use. Study area along NE 124th St. CAR (Astronics) – Request for rezone to allow additional height. Study area east of CKC, north of NE 124th St. CAR (Rairdon) – Request for rezone to allow commercial use 	Yes (LI, TDR)	<p>Yes (Woosley)</p> <p>Yes (Suzuki)</p> <p>Yes (Rairdon)</p>	Yes

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	<p>(vehicle sales) west of 132nd Ave. NE</p> <ul style="list-style-type: none"> • 			
TL 8	<ul style="list-style-type: none"> • Review policies related to connections to TL Mall and Totem Lake Park • Consider direction from Totem Lake Park study 	Yes (TLPMP)		Yes
TL 9A	<ul style="list-style-type: none"> • Should all or a portion of this zone be rezoned to TL 7, or should uses be expanded within TL 9A? • Should auto sales be allowed? • Should residential be allowed? • CAR (Rairdon) – Request for rezone to allow commercial use (vehicle sales) west of 132nd Ave. NE 	Yes (LI)	Yes (Rairdon)	Yes
TL 10A, 10B, 10C, 10D, 10E	<ul style="list-style-type: none"> • Revisit ParMac vision • Should more retail uses be allowed? (particularly in TL 10B) and/or along 405) • Allow free-standing restaurants in TL 10A? • Should commercial recreation and/or youth-oriented uses be explicitly permitted? • Role/impact of transitional and interim uses 	Yes (CKC, TDR, LI)		Yes
TL 11	Consider removing from TL neighborhood and/or Urban Center			
PR 1.8 (Madison House)	Should this area be rezoned for higher density?			
North Rose Hill (NRH 5)	<ul style="list-style-type: none"> • CAR (Walen) – Request for rezone to allow commercial use in NRH 5. Study area includes land east of Slater, south of NE 120th and north of NRH 4 zone. 		Yes – (Walen)	

^{i i} References to parallel studies include:

- TDR – Transfer of Development Rights
- LI – Industrial Lands study
- UDA – Urban Design and Amenities study (possible funding for 2015)
- TLPMP – Totem Lake Park Master Plan study
- CKC – Cross Kirkland Corridor study
- TMP – Transportation Master Plan
- UW – Urban Design Study by Graduate Students (potential)
- ULI – 2011 ULI Technical Assistance Panel Report

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***Transportation Opportunity Fund concept might involve the collection of funds (on a property or business district basis) to be used to fund transportation improvements within an identified "opportunity site". For example, funds could be used to create a City-funded internal road grid on a parcel, potentially in exchange for additional development capacity.*